

# BOX ELDER

## EMERGING AREA PLAN



Emerging Area Plans  
UDOT  
PLANNING

UDOT

## Emerging Area Transportation Plan

### Emerging Areas and Transportation Planning

In the past few years Utah has seen a tremendous increase in population and economic growth, making it the third fastest growing state in the country. This brings many opportunities for Utah communities while also causing a significant need and challenge to plan for a strong regional and statewide transportation system.

In 2007, UDOT began studying rural areas across the state that were experiencing higher than normal levels of growth, or "emerging areas." Three primary growth indicators have been identified to measure

emerging areas: population, employment and travel patterns and behavior.

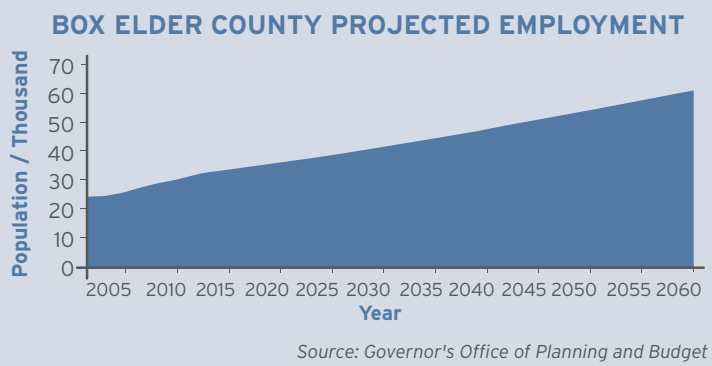
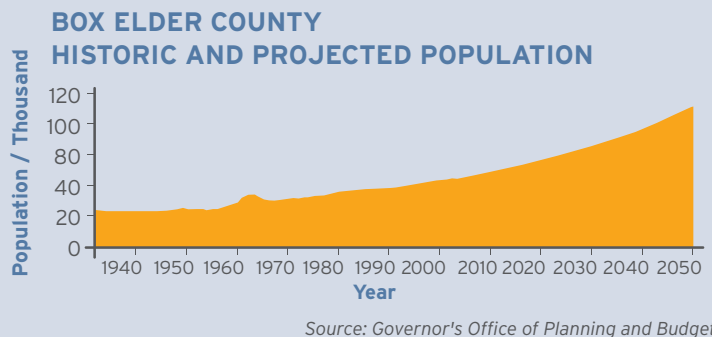
During the process of completing the Box Elder County Emerging Area Plan, the study team coordinated with community leaders to ensure that a regional transportation vision, looking several decades into the future, was developed and understood. Current and future transportation and planning studies in the area should complement this agreed-upon vision.

### Box Elder County as an Emerging Area

Box Elder County's population is expected to nearly double between 2006 and 2040, going from over 40,000 residents to about 85,000.

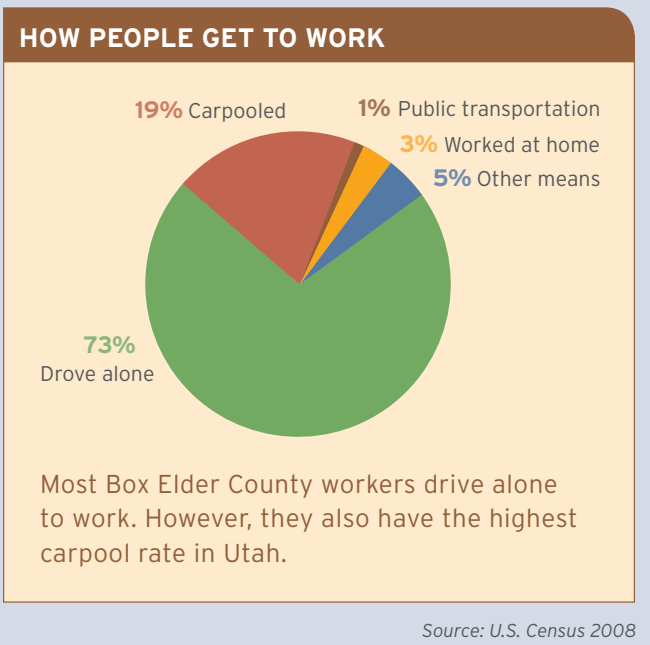
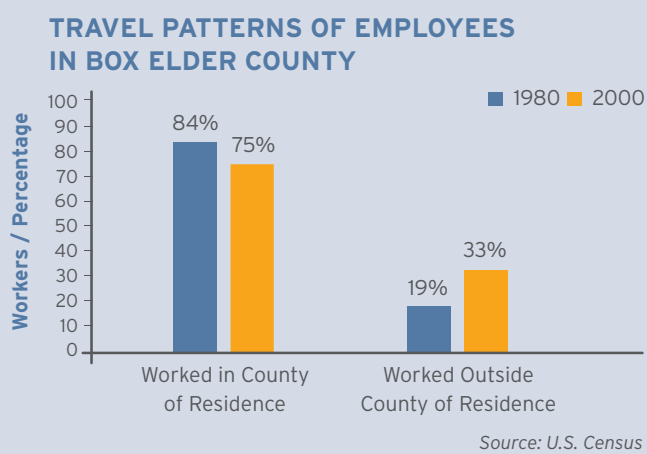
Box Elder County is expected to see record growth in both population and employment over the next 10 to 30 years. While many communities are supportive of this growth, local leaders and residents want to ensure that proper planning takes place to maintain the quality of life that is currently enjoyed in Box Elder County. To meet the demand, the region's transportation system will have to be discussed and priorities set.

Box Elder County currently consists of rural communities with commercial areas concentrated in the larger cities and adjacent to the major roads, including I-15, US-89 and I-84. The manufacturing industry has a substantial presence in Box Elder County and the major employers include ATK Thiokol, Autoliv, Wal-Mart Distribution Center and Nucor Steel. The new Procter and Gamble plant is expected to be operating in 2009 and will provide employment for hundreds of residents.



Over one-fourth of the jobs in Box Elder County are in manufacturing. This has a direct impact on the surrounding transportation system because of the high number of large trucks traveling to key business locations. Construction in Box Elder County, both residential and commercial development, also adds large construction vehicles to the roads.

Given the projected increases in both population and employment in the study area, the current roads through Box Elder County can expect increased traffic. In addition to needed roadway improvements, three communities in Box Elder County have been working closely with the Utah Transit Authority (UTA) to plan for an extension of FrontRunner commuter rail northward from Pleasant View in Weber County to Brigham City. Brigham City, Willard and Perry cities are collecting a quarter-cent sales tax for commuter rail funding. Residents have also expressed a desire to expand bus service through the county and to add bicycle and pedestrian amenities to complement the transportation system.



## The Common Transportation Vision

### Box Elder Emerging Area Themes

Following a public workshop held in July 2008, public comments and feedback were evaluated. Several key themes emerged about important community desires to be considered in future planning. These themes have been incorporated as the Emerging Area Plan's Common Transportation Vision:

- Transportation Connections to Cache Valley and Wasatch Front
- Preserve Rural Community Character
- Integrate Transit Service Throughout the County
- Provide Bicyclists and Pedestrians with Safe and Desirable Transportation Options
- Provide Safe and Efficient Routes for Large Truck Traffic

Possible planning improvements are displayed on the map (see other side) as the Box Elder County Common Transportation Vision. This map provides ideas and possible solutions to support one or more of the key themes.

Planning for Box Elder County's transportation needs will require ongoing discussion and coordination among local governments, the BRAG Rural Planning Organization and UDOT to ensure that the best decisions can be made.

Potential action items have been identified for the key themes of the Common Transportation Vision. These action items will serve as a guide to future planning efforts in the area.

### Transportation Connections to Cache Valley and the Wasatch Front



During the Box Elder County Emerging Area process, community members stressed the importance of developing and maintaining strong transportation connections to Cache Valley and the Wasatch Front. Box Elder County continues to attract manufacturing companies and will pull from outside counties to supply a workforce to support the employment growth. Also, Cache County's only access to I-15 is through Box Elder County.

#### Action Items:

- Develop with UDOT Region 1 and local governments a plan for US-89. Currently, the road serves as a "gateway" to the Box Elder region as well as an alternative to I-15. Differing opinions about the future nature and character of the roadway were offered during the planning process (see map).
- Develop with UDOT Region 1 and local governments a plan for SR-30 to function as a safe, high-speed, high-capacity road. This east-west road at the north end of the study area provides an important connection to Cache Valley and I-15.
- Continue discussions among Brigham City, Willard, Perry and UTA to extend commuter rail service from Pleasant View in Weber County to Brigham City.
- Coordinate with Cache Valley Transit regarding bus service to and from Cache Valley via US-89/91 and/or SR-30.
- Work with UDOT regarding planning for I-15 improvements at the south end of the county, including pavement improvements, widening and potential managed lanes.

### Preserve Rural Community Character



Today, Box Elder cities and towns are primarily rural communities. While residents are not opposed to the predicted growth of the area, they do want to make sure the quality of life and the uniqueness of Box Elder County is maintained for the future.

Residents believe an important solution to maintaining the rural community character is to preserve the cities' main streets. Ideally, that vision might include a lower speed limit on main street along with discouraging large truck traffic from traveling through downtown areas, provided they have reliable routes to the key industrial centers.

#### Action Items:

- Develop city and town transportation plans that clearly articulate the desired function of the various streets within the community, with special attention paid to state routes, especially main streets.
- Meet with UDOT to discuss corridor preservation, access management and signal spacing standards on state routes. Identify future areas of development and potential access concerns.
- Identify priority corridors in the area and determine which characteristics about the road should be maintained or improved such as landscaping and aesthetics, alternative travel modes, highway capacity and highway speed.
- Meet with UDOT and local governments to outline priority corridors and then take steps to determine specific strategies to upgrade them within available financial resources.

### Integrate Transit Service Throughout the County

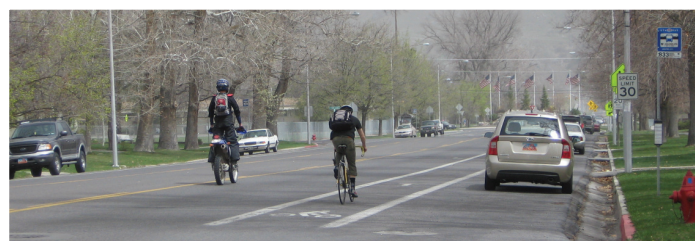


Transit is becoming a more desirable transportation solution to help ease congestion on our roads. Community members discussed the possibility of extending transit service, including commuter rail to Brigham City and additional bus services throughout the county. There is also potential in the area to partner with many of the large businesses to support transit use of carpooling/vanpooling programs.

While most communities and residents were supportive of transit options, some concerns and issues will need to be addressed in the future. First, there is a concern that increased and improved transit service may hurt local businesses by making shopping outside of the community more accessible. Also, when implementing a transit service, many residents stressed the importance of ensuring frequent and reliable service so residents will consider using the service.

- Action Items:**
- Continue discussions with Brigham City, Willard, Perry and UTA to extend commuter rail transit from Pleasant View in Weber County to Brigham City.
  - Revisit the recommendations outlined in the Box Elder Transit Study completed in 2005 and determine if new recommendations are needed. This study offers specific recommendations with respect to intra-county transit service.
  - Begin discussions with Cache Valley transit providers on the best way to provide efficient connections between Cache Valley and the Box Elder area, including connections to commuter rail transit.

### Provide Bicyclists and Pedestrians with Safe and Desirable Transportation Options



Most attendees stated that the county could benefit from identified bike routes. There were concerns about bicycle safety on roadways with high speeds and little to no shoulders. In general, participants supported the concept of a trail separated from the heavy traffic and high-speed roads and some had a desire for a bike trail on Forest Street out to the Bird Refuge in Brigham City.

#### Action Items:

- Examine and coordinate city and town general plans and transportation plans to determine how bicycle and pedestrian routes fit into their overall circulation plan.
- Work with UDOT's Bicycle and Pedestrian Coordinator to identify both existing and potential state routes where bicyclists and pedestrians should be accommodated. ([www.udot.utah.gov/walkingandbiking](http://www.udot.utah.gov/walkingandbiking))
- Proactively engage volunteer groups to plan for trails and bicycle facilities.
- Encourage local elementary and middle schools to create and submit to UDOT their School Neighborhood Access Plan (SNAP).



### Provide Safe and Efficient Routes for Large Truck Traffic



Increased truck traffic through the local communities is a concern for many residents. Residents would like to keep truck traffic out of the city and town centers to maintain the safety and character of the local roads.

Many roads within the county are not built to handle heavy truck travel and these roads deteriorate quickly when used by large trucks. The group suggested coordinating with industry representatives, ports of entry and key service locations to identify current and future freight transportation needs and plans.

#### Action Items:

- Begin discussions with UDOT and local governments to preserve access control, build to truck related pavement/design standards and maintain high-speed function on Iowa String Road, SR-83, SR-30 and possibly other truck routes.
- Identify current state routes such as SR-38, SR-13, and SR-83 where increased local control might provide advantages to local governments in development approval, would not degrade intercity travel and might be used for future jurisdictional transfer issues where state management is desired on other routes.
- Work with UDOT and local governments to create a truck route plan to allow for appropriate development standards on designated truck routes.

## Transportation Planning Resources

### Box Elder Emerging Area Resources

The Emerging Area Plan process identified some of the key transportation priorities that the communities of Box Elder share and can begin planning towards using the Common Transportation Vision. Over the next few years, local leaders and residents will continue to discuss the role, purpose and importance of transportation in the county.

Close coordination between local communities, the BRAG Rural Planning Organization and UDOT will continue in the future as communities make transportation plans. The following is a list of common transportation planning resources to be considered:

#### Access Management Standards

Access management provides the spacing standards for intersections, driveways, and other road access points in order to maintain optimum roadway efficiency for traffic and safety. UDOT has identified access management standards based on roadway type. These are available in Rule 930-6, also known as, "Accommodation of Utilities and the Control and Protection of State Highway Rights of Way." For more information visit [www.udot.utah.gov](http://www.udot.utah.gov).

In order to preserve important corridors in the study area, local leaders should identify non-state roads that need to maintain a high level of traffic and safety efficiency using access management standards. An example is Iowa String Road, which is becoming an increasingly important route to the Procter and Gamble plant as well as its connections to both Brigham City and Tremonton. For more information contact UDOT Region 1.

#### Corridor Preservation

Corridor preservation agreements are needed when upgrading existing roadways or planning for new roads. These agreements identify key community and government interests and outline a strategy by which those interests and priorities will be addressed and maintained. Typically, corridor preservation agreements include language specifying how many access points will be provided in a specific stretch of road, where future signals may be located, and at what point they will be put in place, and other details which help to address concerns of UDOT and the cities involved. For more information contact UDOT Region 1.

#### Road Jurisdictional Transfers

Jurisdictional transfers refer to changing the responsibility of a specific road or road segment from one governmental entity to another. Typically, UDOT looks at transferring state roads when they no longer serve the function of a state highway and have taken on a more local character and provide more access over vehicle movement. Generally, UDOT looks for opportunities to transfer roads out of their jurisdiction.

In Box Elder County, Iowa String Road was discussed as a likely candidate for a road jurisdictional transfer. Iowa String Road is not currently a state highway, but with the location of Procter and Gamble manufacturing plant and similar additional land uses likely to follow on Iowa String Road, the road is likely to become an increasingly important route within the region and of interest to UDOT.

Often, the cost of maintenance is an issue for any entity receiving a new road, and the financial impact of accepting Iowa String Road will be of great concern to UDOT, especially given its current state of disrepair. Local leaders should identify current state routes that do not meet state route criteria for which they could be responsible and alleviate the financial impacts to UDOT of taking responsibility for additional local roads. For more information contact UDOT Region 1.

#### Main Street Policies

Across Utah, and especially in rural areas, community main streets are often state routes. When it is determined that improvements are needed on these roads, it is important that the local government is able to clearly define and articulate their priorities. For example, do they want their main streets to serve a central business district and to be bicycle and pedestrian friendly? Do they want their streets to provide freight access to local businesses? Are they experiencing traffic congestion to such a degree that they believe widening is warranted or can it be accommodated by intersection improvements? Are there contiguous and connecting routes available?

Having the local government's priorities identified will help them work more effectively with UDOT planners, and road improvements are more likely to address the needs of all users and maintain the important functions identified by both local and state officials.

For more information on main street planning, contact the Governor's Office of Economic Development - Utah Pioneer Communities at (801) 538-8638 or visit [www.goed.utah.gov/business\\_development/PCMS/index.html](http://www.goed.utah.gov/business_development/PCMS/index.html).

#### Design Standards

Design standards are the specific construction, cross-section, and safety standards identified by cities, counties and the state for the streets and roads under their jurisdiction. These standards will vary depending on the function and nature of the road. All local governments should regularly examine their existing and planned transportation network and determine if their existing road standards are sufficient with respect to construction, geometry and safety and meet current American Association of State Highway and Transportation Officials (AASHTO) Guidelines. For more information visit [www.transportation.org](http://www.transportation.org).

#### Road Impact Fees

In Utah, local governments may charge impact fees on new development to help pay for infrastructure improvements that are necessitated by the development. Impact fees are calculated separately for each use and need. For example, while a city can charge impact fees for both roads and parks, they need to be determined as individual figures. In addition, they must be a part of an adopted capital facilities plan which demonstrates that the fee is not an arbitrary number but that there is a logical connection between the impact of the development and the fee being charged. However, by law, state roads are not eligible for impact fees.

Cities and towns should examine future funding for infrastructure improvements and anticipated development to determine if impact fees are feasible. To avoid legal issues, careful attention needs to be paid to the calculation of impact fees and their connection to the capital facilities plan. For more information visit [www.planning.utah.gov/library/hm](http://www.planning.utah.gov/library/hm).

### How Does Our Transportation Vision Become a Reality?

Transportation improvements often cost tens of millions of dollars or more and take years of financial planning, civil engineering, and community outreach. The question is often asked: "How does our transportation vision become a reality?"

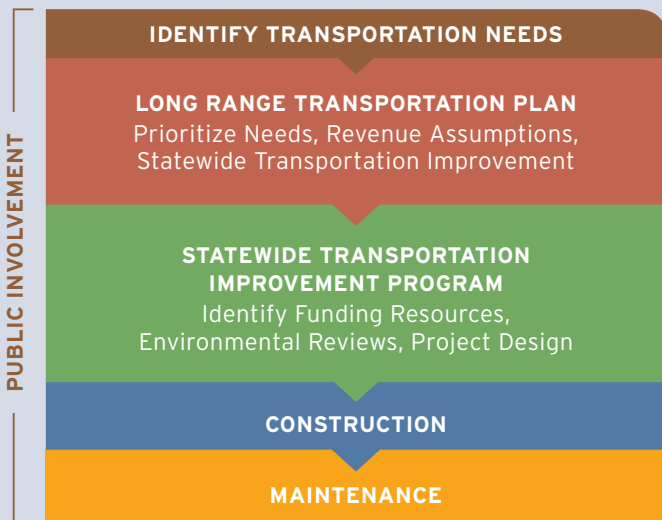
Implementing the Box Elder Emerging Area Plan will take several steps:

1. **NEEDS ASSESSMENT AND PROJECT PRIORITIES:** Working with UDOT Region 1, local governments, Utah Transit Authority and Cache Valley Transit District; the BRAG RPO will need to identify the projects and associated cost estimates that are necessary to accomplish the Common Transportation Vision. This is the needs assessment; it is the cornerstone of the UDOT project development process.
2. **LONG RANGE PLAN:** UDOT will sort the statewide needs into the categories of maintenance and preservation, spot safety improvements and mobility projects. UDOT planners will then evaluate the project benefits and costs and develop a list of statewide proposed projects. This statewide list is prioritized into three phases and is presented as part of UDOT's Long Range Transportation Plan 2007-2030. The plan is updated every four years with the next update expected in 2011.

STATEWIDE TRANSPORTATION IMPROVEMENT PROGRAM (STIP): Those projects that the Utah Transportation Commission views as most critical are then moved into the STIP, a five-year program of projects selected for implementation from UDOT's Long Range Transportation Plan. Projects in the STIP are aligned with funding resources and prioritized. UDOT performs annual STIP updates.

Once a state highway project moves from UDOT's Long Range Transportation Plan to the STIP, it will likely be constructed.

#### HOW A PROJECT IS DEVELOPED



## Planning Partners and Roles

### Box Elder Emerging Area Partners

The Bear River Association of Governments (BRAG) formed a Rural Planning Organization (RPO) in July 2007. BRAG partnered with UDOT in 2008 to kick off an Emerging Area Plan to serve as the base for the future work of the RPO. In the future, local governments, BRAG and UDOT will continue to plan for the transportation needs of the region.



**BEAR RIVER ASSOCIATION OF GOVERNMENTS**  
BRAG has been the regional planning entity for Box Elder, Cache and Rich Counties for over 30 years. The new RPO has been formed under the umbrella of BRAG as it serves as a forum for local government leaders to address regional issues, including transportation. BRAG personnel currently serve as staff to the RPO and administer meetings and other activities on behalf of RPO members.

BRAG will continue to be the agency under which the RPO is organized. Current BRAG staff has a wealth of regional planning expertise and should continue to be a resource for RPO planning. In fact, BRAG staff should take the action items identified in this plan and develop both a short-term and long-term action plan for the RPO, understanding that they will be the executive entity for the RPO board.

**UTAH DEPARTMENT OF TRANSPORTATION**  
Many roads within the area are under UDOT's jurisdiction. Given the importance of these roads to the overall transportation network, it is important that UDOT officials be active and regular participants in the RPO and transportation planning.

In addition, if the RPO board wants to pursue such things as corridor preservation agreements and jurisdictional transfers, it will be beneficial to have UDOT as part of the conversation from the outset.

**BOX ELDER COUNTY**  
The County has an interest in continuing to be involved in the RPO planning process. Because both the study area and the RPO area are comprised of land currently under the county's jurisdiction, policies and plans developed by the RPO will impact the county and decisions by the county will impact the RPO. Close coordination of these two entities will ensure that initiatives of each group do not work at cross-purposes.

**LOCAL GOVERNMENTS**  
Local government officials will be the backbone of regional planning in the RPO area. It will be the job of these communities to come together to bring this common transportation vision forward and to continue to add detail to this vision and to address and develop a common vision for conflict areas. It will be important in working with UDOT for communities to unite behind a common vision for the area, and for the RPO to help to organize that vision and move it forward.



## For More Information About Transportation Planning, Contact These Information Sources:

**Bear River Association of Governments**  
(877) 772-7242  
[www.brag.utah.gov](http://www.brag.utah.gov)

**Utah Department of Transportation**  
[www.udot.utah.gov](http://www.udot.utah.gov)

**Planning Division**  
(801) 965-4129

**Region 1**  
(801) 620-1600

**Box Elder County Commission**  
(435) 734-3347

**Governor's Office of Economic Development**  
(801) 538-1000  
[www.goed.utah.gov](http://www.goed.utah.gov)

**Box Elder Emerging Area Local Partners**

**Bear River City**  
(435) 279-9047

**Brigham City**  
(435) 734-6600  
[www.brighamcity.utah.gov](http://www.brighamcity.utah.gov)

**Corinne City**  
(435) 744-5566

**Deweyville Town**  
(435) 257-9922

**Elwood Town**  
(435) 257-5518  
[www.elwoodtown.com](http://www.elwoodtown.com)

**City of Honeyville**  
(435) 257-8425  
[www.honeyvillecity.com](http://www.honeyvillecity.com)

**Perry City**  
(435) 723-6461  
[www.perrycity.org](http://www.perrycity.org)

**Tremonton City**  
(435) 257-2625  
[www.tremontoncity.com](http://www.tremontoncity.com)

**Willard City**  
(435) 734-9881

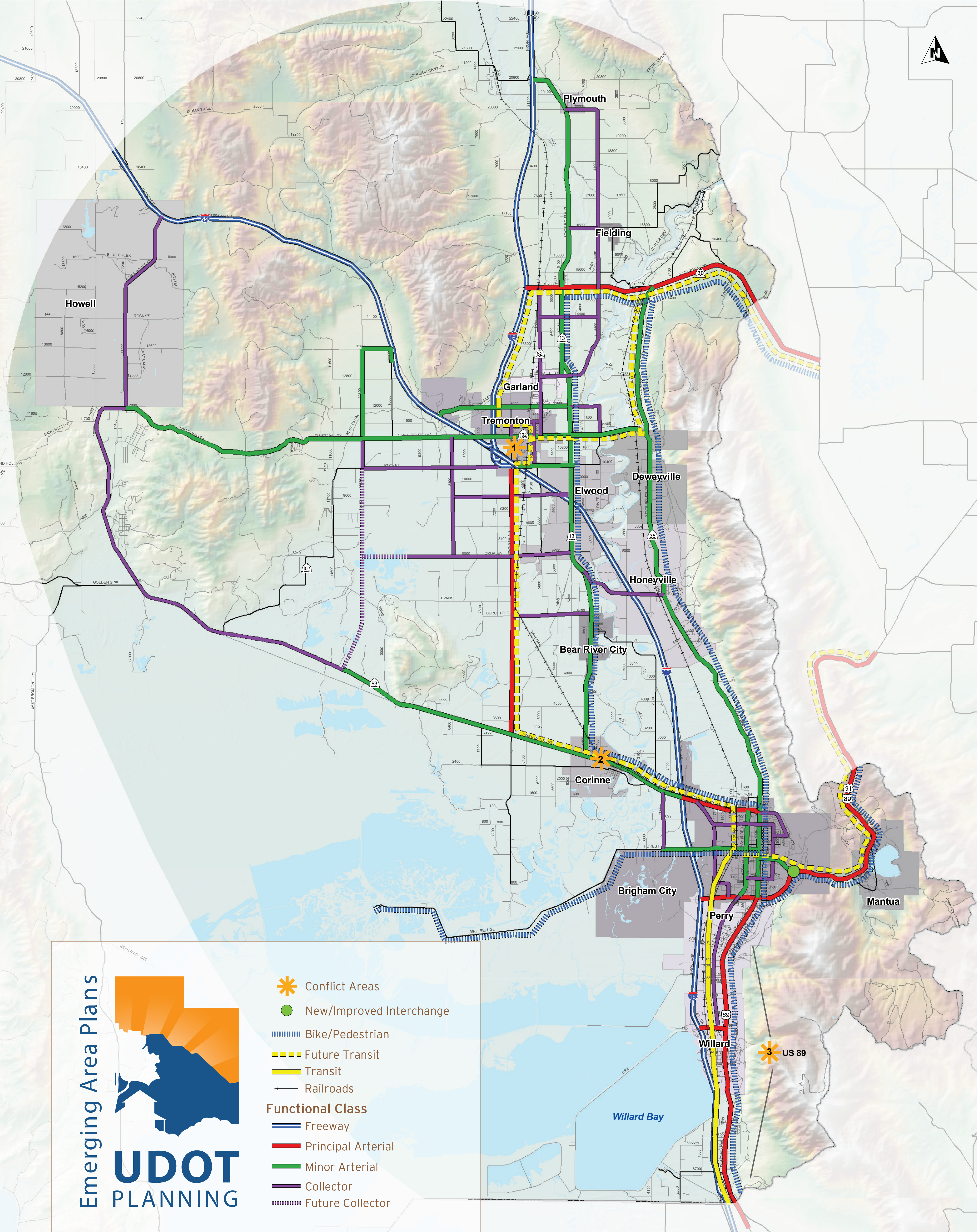
**Box Elder County**  
(435) 257-5510  
[www.boxeldercounty.org](http://www.boxeldercounty.org)

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COMMON TRANSPORTATION VISION



SOURCE : Functional Classification from InterPlan (2008), Municipal Boundaries (2007), County Boundaries (2007), and Streets (2007) from Utah Automated Geographic Reference Center (AGRC) December 1, 2008

Emerging Area Plans

- Conflict Areas
- New/Improved Interchange
- Bike/Pedestrian
- Future Transit
- Transit
- Railroads

Functional Class

- Freeway
- Principal Arterial
- Minor Arterial
- Collector
- Future Collector

**Freeway**

- High traffic speeds with minimal travel delays
- Provides most direct route for long distance trips
- Limited opportunities to get on and off the road

**Principal Arterial Road**

- Provides direct, moderate- to high-speed service
- Ideal for trips within the region and higher traffic volumes
- Access is strictly managed with priority given to mobility

**Minor Arterial Road**

- Provides moderate-speed service
- Serves inter-regional trips and moderate traffic volumes
- Provides more access than a principal arterial

**Collector Street**

- Moderate to low travel speeds and short distances
- Provides a connection between arterial and local roads
- Easy access serving primarily intra-county travel

**Conflict Areas (Unresolved Issues)**

There are a few areas where transportation priorities differed. These areas are shown on the map as "conflict areas" and should be high on the priority list for resolution by the BRAG Rural Planning Organization.

However, it is a large contributor to the character of Corinne and the needs of the town, as well as the commercial development, should be considered.

3. Finally, the nature of and vision for US-89 through Willard, Perry and Brigham City differs among various entities. Whether it is a road that serves the function of a main street in these cities, or provides a major traffic thoroughfare, is something that should be a high priority for near-term discussions by the RPO group.